

Message Text

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FM SECSTATE WASHDC

TO AMEMBASSY BONN IMMEDIATE

S E C R E T STATE 116598

EXDIS

E.O. 11652: GDS

TAGS: PFOR, GW, WB, FR, US, UK

SUBJECT: BONN GROUP CONSULTATION PAPER

REFERENCE: (A) BONN 8581; (B) BONN 8181; (C) STATE 85357;

(D) BONN 6174; (E) STATE 32423

1. DEPARTMENT APPRECIATES DIFFICULTIES INVOLVED IN BRING-
ING FOUR GOVERNMENTS TO AGREE ON A SINGLE CONCEPT FOR
FUTURE BERLIN CONSULTATIONS. HAVING NOW GONE THROUGH THREE
DRAFTS, WE ARE INCLINED SHARE FRG CONCERN THAT PROJECT NOT
NOW SIMPLY BE ALLOWED TO DIE, AND THAT BETWEEN NOW AND
JUNE 18, MAJOR EFFORT SHALL BE UNDERTAKEN TO GET PAPER
READY FOR PRESENTATION TO FOREIGN MINISTERS AT QUADRI-
PAR- TITE DINNER IN OTTAWA.

2. EMBASSY BONN SHOULD ACCORDINGLY TAKE LEAD IN CLARIFYING
US POSITION ALONG THE FOLLOWING LINES: (A) OUR INTENTION
IN DRAFTING ORIGINAL PAPER (REFTEL E) WAS NOT TO COMPLAIN
ABOUT PAST CONSULTATION, BUT TO UNDERLINE IMPORTANCE OF
CONTINUED VIGILANCE ON QUESTION OF FRG/BERLIN ACTIVITIES;
(B) SIMILAR BONN GROUP ARRANGEMENTS IN THE PAST HAVE NOT
BEEN SUCCESSFUL BECAUSE. (1) THEY WERE SO COMPLEX VTHAOT

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ONLY WORKING-LEVEL EXPERTS COULD UNDERSTAND THEM /AND (2)

THEY LACKED HIGH-LEVEL POLITICAL ENDORSEMENT.

THE PRESENT DRAFTING EXERCISE SEEMS HEADED IN THIS SAME UNFORTUNATE DIRECTION. IF WE ARE TO UNDERSTAND RECENT BONN DISCUSSIONS, WE NOW HAVE A THREE-DOCUMENT APPROACH, CONSISTING OF THE CONTINGENCY TALKING PAPER PREPARED FOR GROMYKO, THE PRESENT BONN GROUP DRAFTING PAPER, AND AN INTERNAL FRG MEMORANDUM WHICH WE HAVE NOT YET SEEN. WE ALSO FACE UK OPPOSITION TO BONN GROUP PAPER BEING APPROVED BY THE FOUR FOREIGN MINISTERS IN OTTAWA.

3. WE ARE MOST RELUCTANT TO MOVE AHEAD ON THIS BASIS. AS PREVIOUSLY STATED, (REFTEL C), DEPARTMENT IS NOT TIED TO EITHER THE EXACT TEXT OR THE EXACT FORM OF OUR ORIGINAL PROPOSAL, BUT SINCE HEART OF OUR PROPOSAL HAS NOW BEEN SHIFTED TO THE COMMUNICATION WHICH THE FRG WILL SEND TO ITS OWN MINISTRIES, WE WOULD LIKE TO SEE FRG DRAFT BEFORE APPROVING CURRENT BONN GROUP TEXT (REFTEL A). OUR APPROVAL WOULD ALSO BE CONTINGENT ON ACCEPTANCE OF THE FOLLOWING FUTURE PROCEDURES:

(A). THAT THE BONN GROUP DOCUMENT OR PACKAGE BE ASSEMBLED IN AS CLEAR A FORM AS POSSIBLE, AND PRESENTED TO THE FOUR FOREIGN MINISTERS AT THE QUADRIpartite DINNER. THE INTERNAL FRG DOCUMENT SHOULD BE INCLUDED IN THIS PACKAGE.

(B). THAT THE PACKAGE BE DISCUSSED AND FORMALLY APPROVED AT THE QUADRIpartite DINNER BY MINISTERS, WHO WOULD CONFIRM THAT THIS SET OF PROCEDURES IS THE WAY FRG/BERLIN TIES ISSUES SHOULD BE HANDLED IN THE FUTURE. THE DISCUSSION IN OTTAWA COULD BE PREFACED BY A PRESENTATION TO THE MINISTERS OF ALL DOCUMENTS CONTAINED IN THE PACKAGE.

4EMBASSY IS AUTHORIZED TO DISCUSS BONN GROUP CONSULTATIONS PAPER IN THIS LIGHT AT THE EARLIEST POSSIBLE OPPORTUNITY. IF DURING THIS DISCUSSION BRITISH CONTINUE TO OBJECT TO HAVING PAPERS APPROVED BY THE FOREIGN MINISTERS IN OTTAWA, DEPARTMENT WOULD CONSIDER RAISING THE MATTER BILATERALLY IN WASHINGTON AND LONDON. KISSINGER

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